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POPULATION COMMISSION ACTING AS THE
PREPARATORY COMMITTEE FOR THE
INTERNATIONAL CONFERENCE ON
POPULATION AND DEVELOPMENT, 1994
Second session
16-19 August 1993
Item 2 of the provisional agenda

ADOPTION OF THE AGENDA AND OTHER ORGANIZATIONAL MATTERS

Provisional agenda

1. Election of officers.

2. Adoption of the agenda and other organizational matters.

3. Preparations for the Conference.

4. Draft provisional rules of procedure for the Conference.

5. Adoption of the report of the Preparatory Committee.

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Annotations

1. Election of officers

The Preparatory Committee will elect from among the representatives of the participating States, a Chairman, one or more Vice-Chairmen and such other officers as may be required.

2. Adoption of the agenda and other organizational matters

The Committee shall, at the beginning of the session, after the election of its officers, adopt the agenda for that session on the basis of the provisional agenda.

3. Preparations for the Conference

The Preparatory Committee will have before it a progress report of the Secretary-General of the Conference on the organizational and substantive preparations for the Conference.

(a) General preparatory activities

The main points to be covered under the general preparations for the Conference are: overall guidance and coordination of preparatory activities (including coordination with the regional commissions, specialized agencies and other bodies of the United Nations system, consultations with major population-related intergovernmental and non-governmental organizations, and preparatory activities at the national level); organization of the Conference; information activities; and the financial requirements of the Conference and the status of funding.

(b) Substantive preparations

The substantive preparations for the Conference include the convening of six expert group meetings, which have been organized pursuant to Economic and Social Council resolution 1991/93, to discuss population and development issues that require the greatest attention during the forthcoming decade from the international community and from the Conference. Other areas of the work programme of the United Nations, such as the biennial monitoring of world population trends and policies and the Seventh United Nations Population Inquiry among Governments, also will provide input to the substantive preparations for the Conference. The results of the monitoring of multilateral population programmes, undertaken on a continuous basis by the United Nations Population Fund (UNFPA), will also be an important element in the preparatory activities of the Conference.

In addition to the progress report of the Secretary-General of the Conference, the Preparatory Committee will have before it the recommendations of the six expert group meetings.

Documentation

Progress report on the preparations for the International Conference on Population and Development, 1994 (E/1993/___)

Recommendations of the Expert Group Meeting on Population, Environment and Development (E/CONF.84/PC/4)

Recommendations of the Expert Group Meeting on Population Policies and Programmes (E/CONF.84/PC/5)

Recommendations of the Expert Group Meeting on Population and Women (E/CONF.84/PC/6)

Recommendations of the Expert Group Meeting on Family Planning, Health and Family Well-being (E/CONF.84/PC/7)

Recommendations of the Expert Group Meeting on Population Growth and Demographic Structure (E/CONF.84/PC/8)

Recommendations of the Expert Group Meeting on Population Distribution and Migration (E/CONF.84/PC/9)

4. Draft provisional rules of procedure for the Conference

The Preparatory Committee will have before it a set of draft provisional rules of procedure for the Conference prepared by the Secretariat. These draft provisional rules of procedure, which are similar to those adopted for the 1984 International Conference on Population, were presented to the Preparatory Committee at its first session. The Committee, however, decided to defer consideration of the draft to a subsequent session.

Documentation

Draft provisional rules of procedure for the International Conference on Population and Development, 1994 (E/CONF.84/PC/2)

5. Adoption of the report of the Preparatory Committee

The Preparatory Committee will submit to the Economic and Social Council a report on its work.

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POPULATION COMMISSION ACTING AS
THE PREPARATORY COMMITTEE FOR
THE INTERNATIONAL CONFERENCE
ON POPULATION AND DEVELOPMENT
Second session
16-19 August 1993
Item 3 of the provisional agenda

PREPARATIONS FOR THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT

Recommendations of the Expert Group Meeting on Population, Environment and Development

Report of the Secretary-General of the Conference

SUMMARY

In response to Economic and Social Council resolution 1991/93, the Expert Group on Population, Environment and Development was convened at New York from 20 to 24 January 1992 as part of the preparations for the International Conference on Population and Development to be held in 1994. The findings of the Expert Group are presented in this report for consideration in the context of the review and appraisal of the World Population Plan of Action by the Population Commission acting as the Preparatory Committee for the Conference. The Expert Group appraised current trends in population and environment, focusing on their implications for sustainable development. The discussions concentrated on those areas where population growth and distribution have adverse impacts on the availability and use of key natural resources, such as freshwater, soils and forests, and on interactions of demographic factors, consumption and production patterns and global issues of increasing international concern, such as climate change and loss of biological diversity. The deliberations had as an essential perspective the goals of the World Population Plan of Action and specific policy measures that would promote the achievement of those goals. The recommendations deal with integration of technological, economic, environmental and population policy-making and planning; research, education and awareness creation; and international cooperation.

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INTRODUCTION

A. Background

1. The Economic and Social Council, in its resolution 1991/93 of 26 July 1991, decided to convene an International Conference on Population and Development under the auspices of the United Nations to be devoted to the discussion of the overall theme of population, sustained economic growth and sustainable development with the aim of contributing to the review and appraisal of the World Population Plan of Action 1/ and to its further implementation. The Council authorized the Secretary-General of the Conference to convene six expert group meetings as part of the preparatory work.

2. Pursuant to that resolution the Secretary-General of the Conference convened the Expert Group Meeting on Population, Environment and Development from 20 to 24 January 1992. The Meeting was organized at the United Nations Headquarters, New York, by the Population Division of the Department of Economic and Social Development of the United Nations Secretariat in consultation with the United Nations Population Fund (UNFPA). The participants, representing different geographical regions, scientific disciplines and institutions, included 16 experts invited by the Secretary-General in their personal capacities, representatives of the five regional commissions, the United Nations Industrial Development Organization (UNIDO), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Conference on Environment and Development (UNCED), the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), the United Nations Centre for Human Settlements (UNCHS), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and the World Food Programme; representatives of the following governmental organizations: Ministry of State for Population and Environment, Indonesia; Ministry of Planning, Morocco; and Swedish Council for Planning and Coordination of Research; and representatives of the following non-governmental organizations: National Research Council of the National Academy of Sciences, the Population Council, the Royal Swedish Academy of Sciences, the National Audubon Society, the International Planned Parenthood Federation (IPPF) and the International Union for the Scientific Study of Population (IUSSP). There were two observers.

3. As a basis for discussion, the 15 experts had prepared papers on the main agenda items in order to provide a framework for discussion. The Department of Economic and Social Development had prepared a background document for the meeting, entitled "Population, development and the environment: an overview". Discussion notes were provided by the Department of Economic and Social Development, the Economic Commission for Europe (ECE), the Economic Commission for Latin America and the Caribbean (ECLAC), the Economic Commission for Africa (ECA), the Economic and Social Commission for Asia and the Pacific (ESCAP), FAO, ILO, UNCHS, WHO, IPPF, the National Research Council and the Population Council.

B. Opening statements

4. The Meeting was opened by Dr. Nafis Sadik, Secretary-General of the International Conference on Population and Development. She stressed the importance of population issues in achieving sustainable development and said that it was particularly appropriate for critical linkages between population, environment and development to be examined in light of disturbing demographic trends. Mr. Shunichi Inoue, Deputy Secretary-General of the Conference, reviewed the approaches to an environment/population nexus over the previous two decades and called for special attention to its policy implications.

5. The central task of the Expert Group was to examine demographic, socio-economic and environmental trends, their critical linkages, and relevant high-priority issues, in particular the triad of rapid population growth, increasing environmental degradation and pervasive poverty, and, on that basis, to make recommendations for action by Governments and intergovernmental and non-governmental agencies which would enhance compliance with the World Population Plan of Action and increase its effectiveness. The views expressed by the experts at the meeting were made in their personal capacities and did not represent the views of the Governments of their countries.

I. SUMMARY OF THE PAPERS AND DISCUSSION

A. The population dimension

6. The discussions of the Expert Group were profoundly influenced by an awareness that the world population was growing on average by 1.7 per cent per annum. By the turn of the century, the current world population of 5.4 billion people would be 6.25 billion. The Expert Group noted that the momentum of population growth ensured that at least another 3 billion would be added to the global total between 1985 and 2025. Over 90 per cent of that growth was taking place in the developing world, those countries least able to cope with the resource and environmental consequences of growing populations. Over the course of the 1990s, the population of the developing world would swell by over 900 million, while the population of the industrialized countries would grow by a mere 56 million.

7. In the early 1980s, it had seemed that the rate of population growth was slowing everywhere except in Africa and parts of South Asia. The world population seemed set to stabilize at around 10 billion towards the end of the next century. In 1992, the situation looked less promising, with stabilization likely to occur at a level 1.5 billion higher and about half a century later.

8. Although international migration involved only a small fraction of the world's population, it was large in absolute numbers, especially since migrants were unevenly distributed among countries. For some nations, international migration was a source of major demographic change and an important economic factor. The 1980s had witnessed the resurgence of

international migration as a worldwide phenomenon, with widening gaps between countries in demographic growth and economic progress.

9. In that context the Expert Group considered two development issues. First, the deepening poverty of individuals and nations. Globally, more than 1 billion people were living in absolute poverty, and the total international debt of developing countries was now $1.2 trillion and growing, although declining as a share of gross domestic product (GDP). Secondly, the social sector - including health, family planning, housing and education - continued to be underemphasized in national and international development programmes. At the national level, developing countries had struggled to keep pace with the needs of their populations, which had often doubled in the past 30 years. Yet, demands for health care, education, food security, housing and jobs were still increasing, and would continue to increase through the next decade and beyond.

10. The Expert Group noted that the world was in the middle of an urban revolution, fuelled in part by massive population shifts from rural to urban areas. Since 1950, the number of people living in cities had more than tripled, and in 1990 reached 2.4 billion. Although the urban population in the developed world had nearly doubled, in the developing world it had swelled five times, from 286 million to 1,515 million. In 1950, 29 per cent of the world population had been urbanized. By the year 2000, over half of humanity would live in urban areas.

11. Although urban populations levelled off in the developed world - growing by only 0.8 per cent a year, if at all - they were increasing in the developing countries. The United Nations projections indicated that in the year 2000, 77 per cent of Latin America's population, 41 per cent of Africa's and 35 per cent of Asia's would be urbanized.

12. The Expert Group noted that certain cities were reaching gigantic proportions. The rise of the mega-cities fostered the concentration of labour and industrial production in a few "primate" cities. An estimated 44 per cent of Mexico's gross domestic product, 52 per cent of its industrial output, and 54 per cent of its services were concentrated in Mexico City. Similarly, more than 60 per cent of all manufacturing output in the Philippines originated in Manila.

13. Given the rapid and largely unplanned urbanization, the Expert Group was particularly concerned that in the developing world, the ability of municipalities to keep ahead of the demand for infrastructure and services had been outpaced. In many cities of developing countries, housing, roads, health care, educational facilities and the provision of safe drinking water and sanitation had not kept up with the rising tide of urban dwellers.

14. The Expert Group paid attention to the large pool of unemployed, underemployed, unskilled and semi-skilled labour which was one consequence of the swelling urban population. Many of those marginal people ended up in slums and squatter settlements, unemployed, uneducated, undernourished and

chronically sick. In some cities, such as Lagos, Delhi, Dar-es-Salaam, Cairo, Bombay and Addis Ababa, more than 50 per cent of the people lived in substandard housing in slums, shanty-towns and squatter settlements. Tens of thousands more ended their days on the streets where they found shelter in make-shift shacks fashioned from discarded wood, canvas and cardboard.

15. Furthermore, studies had shown that many of those poor people became permanently marginalized, caught up in a vicious cycle of poverty. Surveys of squatter settlements revealed that many of the residents had lived in them for a decade or more. There was no upward or outward mobility. They began poor and ended poor, living their lives on the margins of survival. It should be recognized that the same situation often prevailed in rural areas where most of the world's poor were concentrated.

16. Another result of rapid urbanization was the alarming loss of prime agricultural land. The urban area of Delhi, for example, had grown nearly 13-fold since 1900, eating into surrounding cropland and absorbing more than 100 villages. According to FAO estimates, about 1.4 billion hectares of arable land would have been taken out of agricultural production because of urban sprawl between 1980 and the turn of the century.

B. Interaction of population and resources

17. Although population growth was but one of many factors that undermined the environmental resource base upon which sustainable development ultimately depended, it was an exceptionally significant factor. Indeed, in many countries there was a pronounced imbalance between the growth of population, on the one hand, and the natural resource base needed to support it, on the other.

1. Impact of population growth on the environment

18. The Expert Group noted that although there was wide acceptance of the view that various links exist between economic, environmental and population phenomena, the nature and strength of the reciprocal impacts were subject to a heated debate. Whereas some studies asserted that population growth was not an obstacle to economic growth, others supported the conclusion that population growth had a strong negative impact on the environment. Part of the controversy could be resolved by introducing a feedback from environment to economic performance. As population growth added to the number of consumers who put additional claims to natural resources and produced pollution, it damaged the environment; conversely, deterioration of the environment damaged the economy. Unfortunately, in the formulation of policy, environmental impacts were not properly accounted for in economic measurements.

19. That approach was consistent with the notion of sustainable development, as defined by the World Commission on Environment and Development:

"development that meets the needs of the present without compromising the ability of future generations to meet their own needs". 2/ Moreover, it was compatible with attempts to put into operation the concept of sustainable development. If income was defined as the maximum amount that a person or community could consume over some time period and still be as well off at the end of the period as at the beginning, sustainability became either weak or strong, depending on whether man-made capital was assumed to be perfectly substitutable for natural capital or complementary to it; in the latter case, which encompassed the predominant views of biologists, the goal was to maintain man-made and natural capital intact separately.

20. The Expert Group was aware that there were several linkages at work between population and the environment. The interaction of population, consumption (or production) patterns and technology in producing environmental impacts or pollution was often encapsulated in the equation:

$$I = PAT$$

where I is environmental impact, P is population, A is per capita consumption, and T is a measure of environmental damage done by technology employed in supplying each unit of consumption. In fact, the equation may be interpreted as conveying the notion that consumption and production patterns were proximate factors of environmental deterioration, channelling the underlying impacts of ultimate causes, which were the number of consumers (or producers) and their effective demand for goods and services.

21. The equation illustrates why developing countries with large populations but limited economic advancement could have a vast impact on the environment. Likewise, it makes clear that developed countries had an impact on population since the A and T multipliers for each person were exceptionally large.

22. During the discussion some objections were raised to the I = PAT equation, suggesting that the real relationships between population and the environment were more complex than the postulated linear interactions. For instance, the equation did not take into account the possible detrimental impact of population growth on per capita consumption. Furthermore, institutions were a key variable in determining whether societies would be successful in equilibrating population levels with the availability of resources and economic growth while ensuring sound environmental management. Reciprocity of obligations in the case of populations-induced environmental degradation was contingent upon cultural nuances of social expectations. Similarly, whereas technologies differed in their capacity for environmental damage and repair, social attitudes and systems helped to determine the costs of environmental preservation or degradation and hence the type of technology employed.

23. A technology-driven explanation was offered to show how population, coupled to the level of a given society's technological development, interacted to produce economic development and/or environmental degradation. By that analysis, development and degradation were linked in relative

fashion. The level of development was determined to a large extent by the level of technology, which in turn affected lifestyles and consumption patterns and determined environmental impact. In that case, population was seen as a peripheral factor, not a central part of the equation and technology became the more important multiplier. That analysis had been applied largely to the developed world, where most countries had already gone through the demographic transition to low rates of population growth.

24. Another way to look at the interrelationships between population and natural resources was discussed. According to that approach, the main variables - number of people, growth rates, dependence on natural resources, consumption levels and technological capacities - had an impact on the resilience of natural resources, which in turn determined the remaining quantity and quality of natural resource stocks. In global terms, the rate of natural resource consumption depended of course on the first five variables. The resilience of nature - or lack thereof - would determine what the final results are of human impact on natural resources.

25. The Expert Group noted that there was, however, an intermediate complication, because the physical availability of natural resources did not necessarily guarantee that those resources were entirely, or even partially accessible, or that they were equally accessible to all population groups. Some hydrologists, for example, had repeatedly drawn attention to the difference between water availability and accessibility. That distinction was fundamental for the understanding of people's interactions with nature. It obliged us to look beyond natural resources as purely biological and geo-physical factors and to analyse technological, managerial, economic and sociological factors.

2. Carrying capacity

26. The Expert Group paid particular attention to the concept of carrying capacity, or more appropriately, population-supporting capacity. The carrying capacity could be defined as the number of people that the planet could support without irreversibly reducing its capacity to support people in the future. While that was a global-level definition, it applied at the national level too, albeit with many qualifications as concerned international terms of trade, investment etc. In its wide sense it was a highly complex concept, reflecting food and energy supplies, ecosystem services, human capital, people's lifestyles, cultural constraints, social institutions, political structures, and above all, public policies among many other factors, all of which interacted with each other.

27. It was noted that two points were particularly important - first, that carrying capacity was ultimately determined by the component that yielded the lowest carrying capacity; and secondly, that human communities must learn to live off the "interest" of environmental resources rather than off their "principal".

28. The Expert Group was concerned about the evidence that human numbers with their consumption of resources and the technologies deployed to supply that consumption, were often already exceeding carrying-capacity. In many parts of the world, the three principal and essential stocks of renewable resources - forests, grasslands and fisheries - were being utilized faster than their rate of natural replenishment.

29. Preliminary research had shed some new light on the degree to which a given country was dependent on natural resources for development. Three variables had been shown to be important indicators:

(a) The importance of agricultural production to gross domestic product;

(b) GNP per capita (using the World Bank classification of low-, lower middle-, upper middle- and high-income countries);

(c) The level of population growth, assuming that high levels put pressures on key resources.

30. Data analysis showed that in each case there was a strong connection between low per capita incomes, high population growth rates and a dependence on agricultural production. Although still preliminary, the analysis tended to indicate that where those three factors combined, countries were heavily dependent on natural resource stocks to promote economic development. It also indicated that the solutions must be integrated, tackling a number of problems simultaneously.

3. Environmental discontinuities and uncertainties

31. The Expert Group concentrated on the issues of discontinuities and uncertainties in current ecological trends. It was possible for the resource base to collapse abruptly. That could precipitate a downturn in the capacity of environmental resources to sustain human communities at current levels of well-being. Furthermore, it would amount to a macrolevel change. Designated by ecologists as a "jump effect" of environmental discontinuity, or a threshold effect of irreversible injury, such a change occurred when ecosystems absorbed stresses over long periods without much outward sign of damage. Eventually the ecosystem reached a disruption level at which the cumulative consequences of stress finally revealed themselves in critical proportions. The effects of acid rain on fresh-water ecosystems and the widespread dieback of conifers seen across Europe and eastern North America were examples of environmental discontinuities.

32. Of special concern to the Expert Group was the problem of agricultural land shortages which was becoming widespread in many developing countries, especially in those where land provided the livelihood for more than 50 per cent of the population. During the 1970s, arable areas were expanding at roughly 0.5 per cent a year. But during the 1980s the rate dropped to only half as much. Primarily because of rapid population growth and unequal

distribution, the amount of per capita arable land declined by 1.9 per cent per annum.

33. In Costa Rica, where the agricultural frontier closed in the 1980s, for the first time in 400 years, people had no ready access to new land. With an annual population growth rate at 2.5 per cent, their predominantly agrarian society was having to adjust to a sudden change from land abundance to land scarcity.

34. Another issue of concern was the fuelwood crisis. Most people in the developing world depended on fuelwood and charcoal for their daily energy needs. As long as the number of wood collectors did not exceed the capacity of the tree stock to replenish itself through regrowth, the local community could exploit the resource indefinitely. But when the number of collectors grew until they exceeded the self-renewing capacity of the trees, perhaps exceeding it by only a small amount, quite suddenly a point was reached where the tree stock started to decline. Indeed, fuelwood shortages currently affected around 1 billion poor people in the developing countries.

35. Many environmental changes currently under way had not been experienced in the past, and a number of their components could not be fully anticipated until they actually occurred, at which time it might be too late to counteract them. Hence, there was a challenging task to choose an appropriate long-term strategy when standard short-term solutions such as market forces might not be able to provide sufficient insurance against the risks that were associated with crossing ecological thresholds (such as climate change or depletion of the stratospheric ozone layer). Moreover, critical uncertainties concerned the regional timing and magnitude of environmental change, and thus further complicated the assignment of strategic priorities.

C. Environmental degradation

36. Of particular concern were four population factors which had a significant impact on resource depletion and environmental quality. Those factors persisted for long periods, although their effects varied from country to country. The first was population size and rate of growth. The second was the population's age structure. The third factor related to the growing incidence of poverty. And the fourth factor was the concentration of populations in critical ecological zones, such as tropical forests and coastal zones.

1. Loss of agricultural land

37. It was noted that every year around 70,000 square kilometres of farmland were abandoned because the soils were too worn out and degraded for crop production; another 200,000 square kilometres suffered from reduced productivity.

38. Furthermore, soil erosion, the chief form of land degradation, claimed 24 billion tons of topsoil a year. Between 1985 and 2010, soil erosion alone could precipitate a 19-29 per cent decline in food production from rainfed croplands.

39. The problem, as many participants pointed out, was due to several factors apart from population growth - most notably, poverty. Impoverished people could not afford the conservation measures needed to protect soil cover. But population growth and concentration served to induce farmers to overuse and even exhaust the soil. Thus it often happened that agricultural yields were expanded to meet population growth's demand in the short term, at a cost to soil cover and fertility that eventually led to a decline in cropland productivity.

40. Overall, land degradation of various sorts was estimated to be causing an annual loss of 12 million tons of grain output. That translated into almost half of all the gains in grain output each year. Not only had the 1980s seen little expansion of cropland, but there appeared to be less scope than formerly for intensification of food production by bringing more land under irrigation.

41. Of special concern to the Expert Group was the fact that the current problems of land degradation would be compounded by the impact of population growth, which would add 1 billion people to the planet every 11 years: 900 million over the decade of the 1990s. Thus the coming decade could see a combination of mounting grain deficits, surging grain prices, and spreading hunger among ever larger numbers of people.

2. The destruction of tropical forests

42. The Expert Group recalled the FAO and the World Bank estimations on forest destruction. In 1980, FAO estimated tropical forest loss at around 11 million hectares a year, an area the size of Austria. However, more recent estimates by FAO, based on satellite imagery, suggested a much higher rate of around 17 million hectares a year. Recent World Bank estimates put the figure at between 17 million and 20 million hectares a year. Such estimates suggest a current rate of deforestation in developing countries of about 1-1.5 per cent per year. The greatest volume of forest lost was in Latin America, which - at 8.4 million hectares - accounted for about half of the world's total. However, the fastest rate of forest depletion was found in Asia.

43. There appeared to be three main causes of tropical forest loss: encroachment by landless slash-and-burn cultivators; large-scale logging operations; and conversion to grazing land and large plantations. By far, the major overall proximate cause of tropical forest destruction was the expansion of agriculture onto new lands, or agricultural "extensification". Of that, small-scale forest farmers were thought to be responsible for well over half of all deforestation, largely because logging operations and cattle ranches

had made it possible for those farmers to penetrate tropical forests which otherwise would be virtually inaccessible to them. The major underlying driving forces of cropland expansion into tropical forests were rural poverty and population growth.

44. The general pattern of forest degradation and rising population was observed in 15 Asian countries. Countries with an annual population growth rate of 2 per cent or more had experienced deforestation rates of more than 2 per cent per annum over the course of the 1980s (with the exception of Sri Lanka). Although those trends did not establish a causal link, they indicated broad patterns of demographic stress across countries with different population growth rates.

45. A more direct measure could be made at the country level, relating the increase in migrant populations and rates of forest conversion to agriculture. Two case-studies were presented, for the Philippines and Indonesia. In the Philippines, conversion of forests to croplands began much earlier (through government resettlement), while in Indonesia, cropland expansion into forest areas began on a large-scale in the mid-1970s.

46. Migrant populations in forested areas in both countries increased rapidly during the period 1980-1985, the period of worldwide economic crisis. In the Philippines, the rate of cropland expansion into forests was over 7.5 per cent a year, while the migrant population grew by nearly 4 per cent a year.

47. The causes of migration into forested areas were remarkably similar for most countries in Asia. In the first place, there were increasing numbers of people living on an increasingly circumscribed agricultural land base. In addition, competition for arable land worsened because of inequitable land distribution. Most existing croplands were already in the most fertile areas, so that the costs of expanding cultivation had increased.

48. It was noted that the rural labour force continued to expand in most developing countries, despite declining population growth rates. Because employment opportunities were often limited in urban centres as well as on long-settled croplands, important migration flows were being directed towards ecologically fragile frontier zones.

49. Furthermore, it was observed that population density continued to increase in more accessible areas, such as those close to roads and along coastlines. As population densities rose, there was greater pressure to intensify cultivation, increase harvests of forest products, and expand settlements to remote and steeper locations. Forest resources were then depleted faster than they were replaced, reducing their productivity and undermining growth.

50. There were serious off-site consequences when forests were permanently converted to farms. As shown in the watershed sites studied in the Philippines, intensive upland cultivation led to severe flooding and siltation of downstream areas.

51. It was also noted that population movements were induced by inappropriate government policies. Many settlement schemes opened up forests to migrants. Poor enforcement of post-logging conditions encouraged migration into logged-over sites. In addition, many government development programmes discriminated against the agricultural sector and reduced its growth and labour-absorbing potential. Although the impact of those policies varied by country, the role of population growth and other demographic factors remained constant in that they exacerbated the "push" conditions of movements into critical environments.

3. Freshwater resources

52. The Expert Group noted basically three sets of problems related to freshwater. First, water was becoming increasingly scarce. Although water was a finite resource, population was growing rapidly in many water-short countries. Secondly, water pollution was a growing problem in both developed and developing countries. Degraded water quality affected human health and welfare directly, while indirectly contributing to slower rates of development. Thirdly, water-related land degradation threatened the sustainable use of resources, especially in the South. That was a particular problem in areas dependent on irrigated agriculture, where salinization, waterlogging and alkalization were slashing yields and turning once-productive cropland into wasteland. Furthermore, salts released from irrigated soils were now polluting surface waters.

53. Furthermore, the Expert Group observed basically four types of water scarcity: the first two types were due to hydro-climatic factors; the other two, to human activities. In the first type of scarcity water evaporated rapidly before it could recharge aquifers or rivers. That was characteristic of deserts and arid areas and produced a short growing season. The second type was due to large inter-annual fluctuations in areas with limited rainfall to begin with. That resulted in recurrent droughts, with attendant loss of soil productivity. The third type of water scarcity was due to the desiccation of the landscape, a result of large-scale deforestation, destruction of watershed and overgrazing of grasslands. Such activities stripped away vegetation cover, exposing soils to torrential rains. Not only did massive soil erosion occur, but water ran off before it could recharge rivers and aquifers or be captured for other uses (e.g., irrigated agriculture). The fourth type of water scarcity was due principally to two factors: increasing demand because of rapidly growing populations, and/or gross inefficiencies of use.

54. Of special concern to the Expert Group was the fact that water scarcity was one of the ultimate threats to sustainable development and livelihood security. In the short-to-medium term, the combination of land degradation and intermittent droughts increased the risk for crop failures and famine. In the long term, rapid population growth aggravated the problem of water scarcity since there was less water per capita to support human life, improve health and food security, and increase market-oriented activities such as cash crop and industrial production.

55. It was noted that water scarcity already affected 88 developing countries, with 40 per cent of the world population. By the end of the decade, all five countries in North Africa and six out of seven in East Africa would experience severe water shortages. All but one, Ethiopia, had population growth rates of 2.5-3.8 per cent per annum.

56. It was agreed that there was a critical need for Governments to devise integrated strategies for managing both water and land resources. Without a broader view of water, one that was not bound by traditional hydrological engineering concepts of the North, the water crisis was likely to become severe in many areas of the world, presenting a real threat to further industrial development and expansion of agriculture.

4. Loss of biological diversity

57. As tropical forests continued to disappear, so too did a wealth of fauna and flora, genetic resources of inestimable value to human welfare. Science had identified only around 1.7 million species of plants and animals, but 10 million or even 30 million might exist. Clearing the forest could consign several million or more unknown species to oblivion by the turn of the century.

58. Although tropical forests contained most of the world's wild species, seven "mega-diversity countries" had a disproportionately large share of the world's genetic heritage. Brazil, Colombia, Mexico, Zaire, Madagascar, Indonesia and Australia, together, contained over 54 per cent of the earth's known species. From the point of view of conservation, it seemed perfectly sensible to select those countries for priority action.

59. But there was another reason why those countries deserved priority attention - in all but one, population growth exceeded by far the average growth rate of the world population for the period 1950-1980. Furthermore, human populations were expected to continue expanding rapidly during the two decades from 1980 to 2000.

60. Although there was no one-to-one relationship in the population/environment equation, it must be expected that, while the proportion of the world's population in the mega-diversity countries increased, the proportion of the world's species found there might decrease. The number of people added in those countries in recent decades plus expected future population increases would, if trends continued, inevitably lead to the clearance of more forests, degradation of water resources and marginalization of over-cultivated land, thereby extinguishing a certain number of species.

61. Even if the natural resources of the mega-diversity countries could eventually accommodate with ease their growing populations, the speed of population growth would make it difficult for them to expand the sustainable use of natural resources sufficiently and rapidly enough to cater to people's needs.

5. Climate change

62. The Expert Group was particularly concerned with the climate changes caused by emissions of greenhouse gases. Recent reports of the Intergovernmental Panel on Climate Change confirmed the build-up of greenhouse gases in the atmosphere, a build-up almost certain to result in global climate change. Worldwide emissions of carbon dioxide, the gas that caused half the greenhouse effect, had risen from 2.4 billion tons of carbon in 1950 to 6.8 billion in 1985, an average increase of 3.1 per cent per annum. (The figures were actually underestimations, since they took inadequate account of the carbon dioxide releases from the destruction of tropical forests.) During the same period, world population grew, on average, by 1.9 per cent per annum. The rest of the increase, 1.2 per cent per person per annum on average, was derived from higher per capita consumption of goods that involved the production of carbon, growth in energy demand, and changes in technology. According to that reckoning, population growth was responsible for almost two thirds of the increase in carbon dioxide emissions.

63. Despite the limitations to that analysis, it was helpful to the Expert Group when considering the future outlook. If carbon dioxide emissions in developing countries continued to grow at the rate of the past 40 years, they would more than double from the 1985 per capita level of 0.8 tons to 1.7 tons by 2025. By that time, too, their populations were projected to nearly double, from 3.7 billion in 1985 to 7.1 billion by 2025. The population increase would produce an additional 5.78 billion tons of carbon dioxide, a total to be compared with the present worldwide total of 6.9 billion tons.

64. The Expert Group noted that the problem of future population growth and rising carbon dioxide emissions could be exemplified by India. With a current per capita income of only $330 per annum, India's electricity capacity was 55,000 MW, about twice that of New York State. Although the country possessed meagre coal reserves, it was exploiting them so fast that it currently ranked as the world's fourth largest coal burner. In 1950, its coal use was only 33 million tons, but by 1989 it had soared to 191 million tons. Furthermore, the Government had plans to supply electricity to half the houses in the country. That goal alone would require the production of an additional 80,000 MW of power. It was anticipated that that measure, together with other development plans, would double India's carbon dioxide emissions.

65. However, such analyses said nothing about the energy savings that could be achieved through better efficiencies of scale and by switching from polluting fossil fuels to renewable sources of energy such as solar, wind, geothermal, hydro etc. Clearly, the industrialized countries needed to cut down on carbon dioxide emissions by burning fuel more efficiently and by developing alternatives.

66. The Group considered an alternative analysis of the links between population and climate change which produced a different set of conclusions. According to that analysis, there were two principal mechanisms by which population growth in developing countries contributed to the potential for

global warming. The first was through population growth and higher per capita energy consumption levels because of increased demand for energy for power, industry and transport. The second mechanism was the effect of population growth and expanding production on deforestation, with its associated emissions of carbon dioxide. Cutting down trees also reduced the major land-based sink for carbon dioxide.

67. Over the past 30 years, the total contribution of the developing world to carbon dioxide emissions due to the burning of fossil fuels was about 20 per cent. The implications of those data were clear. Although the developing world currently contributed relatively little to emissions, especially given their larger share of the global population, it was likely that they would become a major source of a substantial part of future growth in fossil fuel demand, for the same reasons that caused their share in total emissions to rise in the past several decades. Their per capita carbon dioxide emissions were still low but were likely to rise with increasing income. Their emissions per dollar of GNP were relatively high; and they had and would continue to have higher rates of population growth.

68. According to that analysis, given that the bulk of carbon dioxide emissions originated in the North, population factors had a relatively small impact on emissions. The main reason for increasing amounts of greenhouse gases was the world's continued dependence on fossil fuels for energy. As the South increased its industrial base, fossil fuel use would inevitably increase and with it, carbon emissions.

II. RECOMMENDATIONS

A. Preamble

69. The problems associated with and flowing from patterns of development, environmental degradation and population growth and distribution were in many parts of the world reaching critical proportions. The need to address those problems was, therefore, urgent.

70. Environmental systems were capable of accommodating the human use of natural resources only to a certain extent. When those limits were reached, discontinuities in environmental processes arose, often with acutely adverse consequences. Furthermore, population growth often outpaced the ability of societies to generate and adopt adequate technological and institutional changes. Detrimental impacts on the environment would, in many contexts, be best reduced by a combined strategy of slowing population growth, rationalizing population distribution, alleviating poverty, lessening environmentally dangerous consumption patterns and introducing appropriate technologies and management regimes. Sound development policies would integrate the strategies adopted to achieve all those goals.

71. Although demographic, economic and ecological processes were inextricably interrelated, the magnitude of the reciprocal impacts in different

socio-cultural and ecological settings was not sufficiently documented. Thus, to promote sustainable development, there was urgent need to strengthen data collection and research efforts in that domain and to test the efficacy of proposed policies and strategies in concrete settings.

72. The Expert Group, having reviewed the available methodological approaches, empirical research and its policy and operational implications, proposed the following recommendations. The implementation of those recommendations would require considerable additional financial and technical resources, particularly for the developing world. The international community was urged to contribute and mobilize the urgently required additional resources on a sustained basis.

B. Recommendations

Recommendation 1

Because there are strong linkages between population, development and the environment, Governments are urged to establish or strengthen mechanisms to coordinate policies and programmes and give unified direction for integrating environmental and population concerns into development policy-making and planning. In particular, Governments are urged, when formulating their social and economic policies, plans and programmes in any sector, to take fully into account the implications of projected demographic trends and of patterns of production and consumption, for the protection of the environment and the conservation of natural resources. Governments should incorporate these population concerns into national conservation strategies.

Recommendation 2

Governments should support the development of technologies and the use of currently available technologies designed to achieve sustained economic growth and sustainable development while maintaining a balance between population and resources, with particular attention to replacing fossil fuels with renewable energy sources, and should create incentives for promoting their application. Developed countries should make these technologies available to developing countries at reasonable cost.

Recommendation 3

To avoid further environmental degradation and, where possible, to improve environmental conditions, Governments are urged to identify areas subject to acute population pressures, such as arid lands, tropical forests, watersheds, coasts and coastal waters, and to institute policies, such as integrated population and development policies, that will alleviate the pressure on the environment.

Recommendation 4

Governments should encourage the implementation of ecologically beneficial labour-intensive projects such as reforestation, contour-levelling, terracing and small-scale irrigation and drainage for their environmental benefits and to assist in job creation.

Recommendation 5

Community-based population and environment programmes should emphasize the participation of women as environmental managers, including the employment of women in government conservation programmes such as reforestation, social forestry schemes, parks and protected areas. Therefore, Governments should improve women's educational levels, health status, employment opportunities, environmental sensitivity and participation in national and local decision-making.

Recommendation 6

Given the increasing scarcity of water, especially under conditions of rapid population growth and urbanization, Governments should develop the best uses of the water available, maximize the productivity of biomass and other products per unit of water, find options for water-saving industrial production of goods, improve scientific and planning capacity, and develop an integrated approach to land and water management.

Recommendation 7

Because poverty is closely related to continued high fertility and rural and urban environmental degradation, Governments are encouraged to enhance the access of the rural and urban poor to employment opportunities, credit, and social services such as education, health and family planning. To achieve these ends, Governments should promote community participation in improving the delivery of these services.

Recommendation 8

Since many of the changes required involve radical alterations in human behaviour in order to improve and conserve local environments and promote the small, healthy family, great emphasis should be put on popular education and participation - especially those of women.

Recommendation 9

National Governments should provide additional resources to local authorities for the management of cities, particularly those that are experiencing rapid population growth; and adequate training should be provided in municipal management, including the provision of environmental services.

Recommendation 10

Governments, international organizations and non-governmental organizations are urged to find durable solutions to problems related to environmentally displaced persons, including the provision of support and assistance to receiving regions and countries and to work towards the elimination of the root causes of these problems.

Recommendation 11

Since increasing population pressure is leading to the establishment of new human settlements and an extension of the exploitation of natural resources into areas highly vulnerable to natural disasters, Governments and international agencies are urged to minimize the ensuing hazards to the environment and human health and safety by such means as urban land-use planning and the promotion of emergency prevention and preparedness.

Recommendation 12

International governmental and non-governmental organizations are urged to intensify and increase their efforts in promoting an understanding of the severe impacts on health of environmental degradation and in transferring appropriate technologies for monitoring and minimizing such impacts to countries in need of them.

Recommendation 13

International organizations should increase their assistance to countries in the fields of population, sustainable development and environment, especially in training, research, policy formulation and the integration of population and environment-related factors in national planning.

Recommendation 14

International organizations, Governments and non-governmental organizations should increase their efforts to create greater awareness of the interrelated issues of population, environment and development. This should be done through the formal education system, existing demographic training institutions and collaborative training and educational programmes of non-governmental organizations.

Recommendation 15

In order to address the relationships between population, environment, economic growth and sustainable development issues, databases should be strengthened and developed so as to promote an understanding of these issues and to make them available and accessible to policy makers and programme managers.

Recommendation 16

Policy-oriented research should be undertaken to identify critically endangered areas beset by population pressures, destruction of the ecosystem and degradation of resources and to determine how these factors interact.

Recommendation 17

In devising strategies for sustainable development, special attention should be given to improving the plight of indigenous populations. Their accumulated knowledge and methods for sustainable exploitation should be taken into account.

Recommendation 18

In order to implement these recommendations, Governments and international organizations should identify and openly analyse the conflicting goals between countries, regions and groups so as to make fruitful negotiation possible and to create solutions with mutual gains.

Notes

1/ See Report of the United Nations World Population Conference, 1974, Bucharest, 19-30 August 1974 (United Nations publication, Sales No. E.75.XIII.3), chap. I.

2/ World Commission on Environment and Development, Our Common Future (Oxford, Oxford University Press, 1987), p. 8.

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PREPARATIONS FOR THE INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT

Recommendations of the Expert Group Meeting on Population Policies and Programmes

Report of the Secretary-General of the Conference

SUMMARY

In response to Economic and Social Council resolution 1991/93, the Expert Group Meeting on Population Policies and Programmes was convened in Cairo from 12 to 16 April 1992 as part of the preparations for the International Conference on Population and Development to be held in 1994. The findings of the Expert Group are presented in this report for consideration in the context of the review and appraisal of the World Population Plan of Action by the Population Commission acting as the Preparatory Committee for the Conference. The Expert Group examined the policy implications to be derived from the current state of knowledge of the complex interrelationships between population policies and programmes, patterns of development and the mobilization of resources for population activities at the national and international levels. The deliberations had as their objective to contribute to the review and appraisal of the progress made in attaining the objectives, goals and recommendations of the Plan of Action, to identify the obstacles encountered and to adopt a set of recommendations for the next decade in order to respond to population and development issues of high priority.

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INTRODUCTION

A. Background

1. The Economic and Social Council, in its resolution 1991/93 of 26 July 1991, decided to convene an International Conference on Population and Development under the auspices of the United Nations and decided that the overall theme of the Conference would be population, sustained economic growth and sustainable development. The Council authorized the Secretary-General of the Conference to convene six expert group meetings as part of the preparatory work.

2. Pursuant to that resolution the Secretary-General of the Conference convened the Expert Group Meeting on Population Policies and Programmes in Cairo from 12 to 16 April 1992. The Meeting was organized by the Population Division of the Department of Economic and Social Development of the United Nations Secretariat in consultation with the United Nations Population Fund. The participants, representing different geographical regions, scientific disciplines and institutions, included 15 experts invited by the Secretary-General of the Conference in their personal capacities; representatives of the five regional commissions, the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO) and the World Bank. Also represented were the following intergovernmental and non-governmental organizations: the League of Arab States; the Organization of African Unity (OAU); the International Planned Parenthood Federation (IPPF); the International Union for the Scientific Study of Population (IUSSP); and the Population Council.

3. As a basis for discussion, the 15 experts had prepared papers on the agenda items. The views expressed by the experts were their own and did not necessarily represent the views of their Governments or organizations. In addition to the expert papers, brief discussion notes had been prepared by a number of the specialized agencies and non-governmental organizations.

B. Opening statements

4. Opening statements were made by the Minister of Health of Egypt, representing the Prime Minister of Egypt, the Secretary-General of the National Population Council of Egypt, the Secretary-General of the International Conference on Population and Development, and the Deputy Secretary-General of the Conference.

5. In her opening statement, the Secretary-General of the Conference noted that it was very appropriate that the Meeting should be held in Egypt, where a population policy had long been in place and where the fruits of many years of programme development could be seen. Indeed, the Meeting was informed that the latest estimates from the PAPCHILD survey for Egypt indicated continuing

declines in infant and child mortality and a recent increase in contraceptive prevalence, with a corresponding reduction in the total fertility rate. The Secretary-General emphasized that the framers and executors of Egypt's population policy were to be congratulated on that clear evidence of their success.

6. The Secretary-General noted that the successes and failures of over 20 years of experience in population policy implementation and programme activity had taught many lessons. Successive evaluations had documented continuing progress in policy and programme development, including a significant increase in the outreach and effectiveness of population programmes around the world and real, measurable progress in regions that had traditionally lagged behind, such as sub-Saharan Africa and the Middle East.

7. The evaluations had confirmed what was required for population policies and programmes to be truly effective - namely, political commitment, manifested in the allocation of human and financial resources in support of population activities; mobilization of individual and community support and active local participation in defining and implementing programmes; involvement of women at all stages of the planning and execution of programmes; development of an institutional framework for delivering services; the training of service delivery personnel; and development of networks of distribution points.

8. Despite the difficulties of the 1980s, the Meeting was informed that the flow of national and international resources for population programmes had been maintained. Moreover, developing countries themselves were investing more in population activities. But even in countries with more available resources and longer histories of programme development, it had been found that international assistance could play a catalytic role, encouraging the exploration of new approaches, generating and maintaining institutional dynamism and addressing new needs.

I. SUMMARY OF THE PAPERS AND DISCUSSION

A. Population policy

9. The paper entitled "Evolution of population policy since 1984: a global perspective", prepared by the Population Division of the Department of Economic and Social Development of the United Nations Secretariat, reported that, since 1984 when the International Conference on Population had been held at Mexico City, the issue of population growth had become less politically divisive. Over the past decade, there had been a growing convergence of views at the national level, with many more countries now in favour of modifying population growth.

10. Whereas there was continuing debate over how to achieve it, the ultimate, internationally accepted goal - as enunciated at Mexico City - was the stabilization of global population within the shortest period possible. The

participants agreed that meeting those targets would involve assigning a higher priority to population in development programmes and extending family planning information and services to perhaps 2 billion people.

11. In regard to fertility levels and trends, the participants concurred that there were a number of hopeful signs. For the first time, fertility was declining in all major regions of the world, as increasing numbers of Governments had adopted policies to regulate fertility. The participants agreed that evidence from 25 years of experience in organized family planning programmes showed that a good quality service, with consistent political and administrative support and innovative public education efforts, could produce very rapid voluntary changes in reproductive behaviour in a wide variety of economic, political, social and religious settings.

12. The Expert Group was in agreement that, for the developing world as a whole, the past 25 years had been a period of unprecedented progress in regard to reducing mortality and improving health. However, that impressive overall performance concealed an extremely uneven pattern of progress. Regarding the major directions in health-care policy, it was noted that, throughout the developing world, since the landmark Alma-Ata Conference in 1978, there had been a marked shift from a curative, hospital-based health-care approach to one focusing on preventive, primary health-care strategies. It was reported that an emerging health concern in both the developed and developing countries was the spread of the acquired immune deficiency syndrome (AIDS). Recently, the epidemic had expanded its geographical scope, reaching countries and regions previously unaffected or only slightly affected by the human immunodeficiency virus (HIV virus).

13. The participants were informed that, although international migration had occasionally had significant demographic impacts, few Governments had adopted international migration policies for demographic reasons. Moreover, until fairly recently, the area of international migration had been considered somewhat peripheral to the mainstream of population policy.

14. The participants were also informed that, despite Governments' concerns over the past two decades with their patterns of population distribution, population distribution policies had become somewhat discredited, mainly because there had been many more failures than successes. Frequently, the goals of population distribution policies had been unrealistic, leading to disenchantment and eventual abandonment. A further problem had been the fact that there had been insufficient continuity in the implementation of population distribution policies in many developing countries.

15. Some of the participants noted that, although many of the developing countries were overwhelmed by external indebtedness, weakening economies and poor management, unabated population growth remained one of the major threats to progress. Over the past two decades, a mix of national and international complacency in regard to the urgency of population issues had resulted in millions of unwanted births in many developing countries, threatening to overtake their hope of achieving sustainable development and alleviating poverty.

16. The discussion which followed focused on the context in which population processes and policies had taken place. It was noted that the globalization of the world economy had led to a larger gap in standards of living between developed and developing countries, to more social inequality and higher proportions of the population of the latter living in absolute poverty but also to a globalization of a culture of modernity expressed, among other things, in changes in patterns of consumption and aspirations and in new family patterns and gender roles.

17. At the political level, attempts in most countries to redefine the role of the State by the shrinkage of state bureaucracies, the transfer of government-owned enterprises to the private sector, and decentralization of decisions to the local level, were contextual factors that would continue to affect both population trends and the success of population policies and programmes.

18. Given those changes, the Meeting questioned whether there were any means by which population growth rates could be significantly reduced. One option would be to continue applying the same prescription - namely, to rely on the market economy in the hope that it would quickly rescue the poorest countries from the abyss of underdevelopment. A second option - to establish an obligatory maximum limit for the number of children per family - was politically unviable and clearly violated the World Population Plan of Action. A third option, sometimes referred to as "equitable development", involved raising Governments' social policies - education, public health, housing, employment, social security - from their current secondary role and placing them on at least equal footing with policies aimed first and foremost at achieving economic growth. The participants were in agreement that action along those lines seemed to offer the best chance of achieving the goal of alleviating consequences of rapid population growth and inappropriate spatial distribution.

19. In the discussion on population policies in sub-Saharan Africa, it was noted that, at the time of the 1974 Population Conference, many African Governments considered their fertility levels to be satisfactory. Since then, demographic and health justification for a small family norm had evolved and more than half of all African countries had formulated explicit policies to reduce fertility.

20. The Group was informed that about 90 per cent of African Governments gave direct or indirect support to family planning programmes to influence fertility and/or to improve maternal and child health. However, about two fifths of all the countries in Africa either had no intervention programme or had adopted family planning programmes for health reasons only. Among the countries that had adopted family planning programmes intended to lower fertility and population growth, it was noted that a few (notably Botswana, Zimbabwe and, more recently, Kenya) had been successful in realizing programme objectives.

21. The participants acknowledged that many African Governments had not progressed beyond the rhetoric of family planning. The example of programmes that had succeeded in lowering fertility levels underscored the importance of political commitment, manifested not only by consistent and substantial financial support but also by regular pronouncements by high-level policy makers regarding the need for adoption of the small-family norm.

22. The participants recommended that African Governments show greater commitment to implementing existing family planning programmes; that Government actions to influence fertility should be coordinated with actions in other sectors and that, conversely, the impact of development efforts on fertility should also be monitored; that, in view of the demonstrated effect of female education and participation in the development process, schooling for all girls should be a top priority in social development; and that, among a still largely illiterate population, new and imaginative information, education and communication campaigns needed to be devised to encourage attitudinal change in favour of the small-family norm.

23. In the disscussion that followed, it was noted that, although there had been an overall shift in African Governments' perceptions of population problems, there was an obvious inconsistency between the proportion of countries that were concerned with those various aspects of their population trends and the proportion that had taken action to formulate policies. In other words, the Group questioned the extent to which reported perceptions reflected reality and/or to what extent they more or less constituted a "facade".

24. The Group further agreed that, although the formulation of a population policy was a necessary condition for inducing a reduction in fertility and hence ensuring sustainable development, it was not a sufficient condition. The design of an effective action plan for implementing the policy measures was equally important; so also were dynamic and committed leadership, local political support, interested private organizations and institutions, a receptive audience and availability of resources. Moreover, it was noted that, overall, implementation of population policies and programmes depended greatly on the priority assigned by the Government to population issues. In countries where population issues remained sensitive matters, with considerable opposition from various interest groups, it had been difficult for population planning agencies to compete for scarce government resources to implement their programmes.

25. In the discussion of population policies in the countries of North Africa and the Middle East, the Meeting noted that the region's population shared common social, cultural and linguistic features. Demographically, most countries of the region were similar in having relatively high population growth, young population structure, high rates of marriage, especially at the younger ages, high fertility and large family size norms, declining mortality and morbidity, and high rates of urbanization. Only four countries in the region - Algeria, Egypt, Morocco and Tunisia - had explicit population policies with specified targets and implementation mechanisms.

26. In commenting upon the fact that only four Arab countries had formulated explicit population policies, the discussant noted that population policy was still a vague concept. Despite the population policy database maintained at United Nations Headquarters, it was suggested that the manner in which population policies were assessed in the Arab countries was perhaps inadequate. Rather than relying on the United Nations Population Inquiries among Governments, perhaps the only way to assess such policies was through in-depth field surveys.

27. In the discussion on population policies in Asia, it was noted that, because Asia was the world's most populous region, the population policies of the Asian countries were very important. Actual performance in the implementation of those policies had a strong impact on global population trends. The Meeting agreed that most Asian countries had excellent records regarding the formal adoption of population policies, although dissemination of information about those policies was not always done effectively.

28. Given the fact that countries in Asia generally had been successful in implementing their population policies, a number of recommendations were identified to assist countries in other regions in achieving their population goals. While population limitation objectives were best made explicit and operationally defined in terms of quantitative targets, the participants noted that it might be better, in some instances, to integrate such goals with broader social and economic development strategies. Policies that complemented population limitation measures should be included in explicit population policies. Those might include interventions such as raising the minimum legal age at marriage, introducing literacy and educational programmes for women, encouraging young girls to stay in school longer, mobilizing non-governmental organizations for family planning campaigns, encouraging the private and commercial sector to play a more active role in population matters and so forth. Availability of contraceptive methods was a crucial element in a comprehensive population policy. When appropriate, local production of contraceptives should be fully supported.

29. The Group also emphasized that gender considerations should be explicitly included in national population policies. The ageing phenomenon ought to be studied more closely, and the implications of the process for comprehehsive population and development policies should be emphasized. Although most countries considered population distribution to be an important problem and although studies had been made of efforts to correct maldistribution of population, specific reasons for the success or failure of those interventions were poorly understood. More intensive country case-studies, carried out in a comparative perspective, should be conducted.

30. The Expert Group was in agreement that international migration in Asia, as in other parts of the world, promised to be one of the most important aspects of population policy. However, international migration was often not included in explicit population policies. In particular, the demographic effects and impact of international migration had been poorly analysed. The performance of specific measures such as training people who might wish to

emigrate, maximizing the benefits from income remittances of migrants to countries of origin, and so forth, had not been adequately evaluated. These and other similar measures should be included in a country's population policy.

31. In the discussion that followed, it was noted that the population policies adopted by most Asian countries were justified by their impact - namely, improving the quality of life. However, when those policies were translated into action, they became population control policies with well-defined quantitative targets, with little or no attention to quality. The situation, however, was changing, particularly in countries where demographic goals had either been achieved or were close to being achieved. The participants noted that many Asian countries were striving to adopt innovative strategies and new programme directions in order to sustain the successful achievement of demographic goals - e.g., by paying serious attention to improved service delivery systems, the training of service providers, contraceptive technologies and choices, and family support systems.

32. In the discussion on population policies in the Latin America and the Caribbean region, the Group noted that, in many countries in the region, the favourable demographic results had been achieved in the absence of a population policy.

33. During the 1980s, three concerns had marked the decision-making framework for policy initiatives within the Latin American region: the economic crisis and its deteriorating effects on the social and physical environment; the debate on a new role for the State; and the integration of women in development.

34. The Group noted that the health sector in many countries in the Latin America and the Caribbean region had already been experiencing serious deficiencies by the beginning of the economic crisis. It was estimated that 130 million persons in the region had no regular access to health-care services. Estimated population growth would place an additional 110 million persons in need of health care. It was noted that the most revealing indicator of the deterioriation in living conditions was the presence of cholera in the region. Also, the increase in the level and intensity of poverty throughout the 1980s had had a special impact on women. It was noted that the "feminization of poverty" and increases in the percentages of women as heads of households in poor and indigent families had been well-documented.

35. In the discussion that followed, the participants noted that there was a clear trend in Latin America and the Caribbean to increase the recognition of population as a valid field for public policy. Within that framework, there was an increase in the number of Governments that reported that they either definitely wanted lower rates of population growth or that they would support individual decisions to lower fertility through family planning programmes. The Group acknowledged that, whereas there had been an increase in the number of population policies approved as such and of population policy statements, that did not necessarily imply effective implementation. However, it did

define a positive trend and, most importantly, gave greater social legitimacy to services that were already being offered by non-governmental organizations, the private commercial sector and even the public health sector, but whose development ran against former negative attitudes of many Governments.

36. In the overview on population policies in the developed countries, the Meeting noted that it was surprising that, after several decades of population policy research and debate, there was still no clear definition of population policy in many of the developed countries. Addressing population policy issues in the developed countries was sometimes controversial because the demographic problems were usually not as pressing as in the developing countries. Moreover, the well-known general pattern of sustained low or declining fertility, slow, zero or negative population growth, and the associated progressive ageing of the population were processes and phenomena to which the developed countries had had a relatively long time to adjust. Whereas population-related policies existed in all of the developed countries, many countries did not consider the sets of measures which were implemented for social or welfare reasons to be population policies. Nevertheless, those policies did have certain demographic impacts, even if they were unintended.

37. The participants noted that the effectiveness of fertility policies - which were typically pronatalist - had varied and largely depended on whether the measures sought to influence the desired family size or were aimed at assisting couples in fulfilling their desired family size. Most policies and measures had had short-term effects in raising the number of births, but seldom in increasing cohort fertility. The Group also observed that, along with policies responsive to the ageing process, socio-economic differentials in morbidity and mortality and in access to adequate health care were issues in the developed countries that called for policy action.

38. Regarding international migration policies in the developed countries, the Meeting questioned whether the potentially shrinking labour forces of most European countries should be expanded by immigrant labour, particularly from Eastern Europe. It was concluded that the demographic situation in Eastern Europe was similar to that of Western Europe; hence, the ageing and the decline of the potential labour force in the Eastern countries was occurring at more or less the same pace and with the same timing.

B. Population programmes

39. In the introductory discussion on population programmes, UNFPA, in its paper, "Experience of 20 years: achievements and challenges", noted that data generation and policy analysis had shown that the population issues currently needing attention and the nature of the issues that would endure until nearly the end of the next century were more numerous and of greater scale than had been anticipated. The importance of the 1990s arose from three issues. First, near-term targets were needed to guide planning and to serve as criteria for programme impact. Secondly, there was need to check a significant part of the momentum of population growth in the decade so that

population stabilization would occur at acceptable levels. Thirdly, near-term estimates challenged participating countries to examine their levels of commitment.

40. The Meeting noted that UNFPA had been a principal advocate for developing the needed capacity for policy analysis and had included support for such activities in its annual work plan. Bilateral contributions and analytic efforts by scientists working for international population non-governmental organizations had been very important. Among the results had been an increase in the number of countries with population policies and programmes and with units established to monitor these policies and programmes.

41. The participants observed that an equally important policy development over this period had been the growing emphasis on the status of women. Their special involvement in population change and the necessity of removing the personal and societal costs of longstanding inequities was now universally recognized.

42. The Group was informed that a number of lessons had been learned from the major review and assessment exercise recently concluded by UNFPA. One problem was to incorporate knowledge into programme design and implementation specific to the wide variety of very distinct socio-cultural and behavioural factors seen around the world. Another problem was that population programmes seldom fit neatly with overall development objectives and other social policies and received low priority and small financial outlays. Still another constraint was over-reliance upon the governmental sector. It was noted that bottlenecks were likely without the support of community organizations and other grass-roots, non-governmental institutions.

43. The participants also identified a number of important challenges that lay ahead. In the maternal and child health and family planning field, the major challenges included making services more accessible, improving their quality and reaching previously underserved populations, partly by means of strategic planning. Such strategic planning, in reference to information, education and communication (IEC) and other population-related activities involved a number of factors, including adoption of a long-term time horizon, selection of critical points for intervention, coordination of programme efforts, and careful programme design and planning. Factors of critical importance to the success of programmes had been found to be the quality of family planning services, culturally sensitive IEC activities, improvements in the role and status of women, and effective policy planning units that were coordinated with other development planning efforts. The Group was informed that the review had led UNFPA to adopt a strategic approach to programming by instituting the Programme Review and Strategy Development (PRSD) methodology.

44. Regarding financial and material resources to the year 2000, it was reported that, if global population stabilization was to occur during the twenty-first century, it was essential that the proportions of couples in developing countries using contraception rise during the 1990s from the initial level of about 50 per cent to slightly over 64 per cent by the year

2000. It was estimated that such an enhanced programme for the year 2000 would cost about $8 billion in public funds (in constant 1990 dollars).

45. In conclusion, it was noted that the Amsterdam Declaration on a Better Life for Future Generations, adopted at the (1989) International Forum on Population in the Twenty-first Century, 1/ had accepted the United Nations medium-variant population projection as a baseline by which to plan efforts to achieve balanced and sustainable growth. When combined with estimates of the use and cost of contraception, it was possible to project major components of future resource needs. UNFPA was ready to supply much of the needed leadership to assemble the resources required for expanding population programmes to meet those targets. Survey data indicated that current unmet demand was of sufficient magnitude that the targets of the Amsterdam Declaration could be reached with expanded programmes. The challenge facing Governments and the international donor community was to mobilize the funds, the human resources, the institutional capacity and the political will to do so.

46. The Expert Group Meeting was in agreement that the past decade had seen a considerable consolidation of knowledge and experience in the design and implementation of population activities in developing countries. Moreover, over the past two to three years some interesting changes in direction had emerged. First, increasing attention had been given to the processes for broad population programme strategy development as a precursor to the formulation of detailed project activities. At the same time, there had been a resurgence of interest in reassessing population as a development activity. Several factors lay behind that; there was a growing emphasis on individual rights, welfare and needs; measures to improve the role and status of women were commanding increasing attention; environmental concerns had come more to the fore; also, the progress and prospects for economic and social development had not been as positive as had been hoped. That had increased pressure to ensure that the limited resources which were available for social service provision were well spent.

47. The participants noted that considerable experience had been built up over the past decade in the design and implementation of population activities. Family planning programmes in particular could be formulated with increased confidence, enabling them to achieve worthwhile impact and effectiveness. None the less, on some key aspects of population programme development there remained disparate views and considerable uncertainties. They raised questions as to which activities should be featured in a national population programme, alongside family planning provision and population information education measures as core components; what prioritization was appropriate between population activities in the light of resource constraints; and what approaches should be pursued to establish a more coherent population dimension for labour, social security and environmental policies.

48. The Group suggested that further refinement in the process used for population programme needs assessment should be sought, through a more precise

articulation of broad programme strategies (i.e., the issues that had to be tackled if the programme was to achieve its short- and medium-term goals) and greater attention to institutional analysis (i.e., the respective roles and capacities of institutions with responsibility for policy formulation and dialogue, regulation and standards-setting, programme planning, programme management, service delivery, programme monitoring and evaluation, and research and training). Also, action research was needed to establish and demonstrate the effectiveness of new approaches, particularly in regard to issues of women's reproductive health.

49. In the paper entitled "Population programmes: the case of Rwanda", the Meeting was informed that Rwanda's social and economic situation was such that emergency steps had to be taken to solve the population problem. Rwanda's population policy was intended to make the population more aware of socio-demographic problems by information, training and education in family well-being and to spread the use of all contraceptive methods allowed by the authorities in all of the country's public health units. The Meeting was informed that, currently, more than 85 per cent of the population was believed to be aware of the country's socio-demographic problems. Rwanda's population policy had the ambitious goal of reducing population growth to 3.6 per cent in 1990 and to 2.0 per cent by the year 2000, by applying family planning methods, so as to lower the number of births per woman from 8.5 in 1990 to 4.0 by the year 2000. This would necessitate increasing the level of contraceptive prevalence from 12 per cent to 48.4 per cent in less than 20 years.

50. In the second country case-study, entitled "Population programmes: national case-study of Indonesia", the Meeting was informed that the gradual slowing of the Indonesian population growth rate was the direct result of the concentrated, steadfast and visionary approach that the Indonesian Government had taken towards population control. Since 1970, the fertility rate had fallen by 46 per cent. The population growth rate had been reduced from a potentially insupportable level of over 2.3 per cent per annum in the mid 1960s to 1.97 per cent annually in the mid 1980s, making Indonesia one of the middle-income developing countries with the lowest population growth rates. That would be even more impressive if Indonesia achieved its planned growth rate of 1.6 per cent by 1995.

51. Indonesia's 21-year-old family planning programme attributed its successful performance to information, education and motivational campaigns; institutional development; the wide availability of contraceptives; and village-level health care. The programme enjoyed active, broad-based support at every level, from local community leaders to the President of Indonesia. The Ministry of Information had been an integral partner from the outset, using modern methods of mass communication to make family planning as a concept and its technical details common knowledge. Talk of family planning was actively removed from the realm of private unspoken behaviour and placed squarely in the public domain.

52. The participants were informed that when the Indonesian family planning

activities were just beginning, during the late 1960s and early 1970s, some of the Indonesian family planning workers visited a number of other countries to learn from their family planning programmes. They observed and discussed other programme successes and failures. Programmes were adopted by adapting certain elements and modifying them to fit the Indonesian cultural context.

53. The Group noted that many observers had concluded that community participation was a major reason for the success of the Indonesian programme. In some areas, community members were willing to receive and distribute the monthly resupply of contraceptives to each participating household for a small stipend. That rapidly evolved to a fully volunteer, unpaid network of suppliers throughout Java and Bali, where indigenous community organizations seized the opportunity to provide a useful and desired community service and established community-based family planning clubs.

54. Another reason for the Indonesian family planning programme's success was that all motivation was based on a single, simple concept: the promotion of the "small, happy, and prosperous family" norm. Although contraceptive methods were explained by medical personnel, the primary responsibility of volunteers was to facilitate the acceptance of family planning and of the "small, happy and prosperous" family norm by relating them to the sociological and economic situation of their particular areas in ways that were easily understood and accepted by their neighbours.

C. Mobilization of resources

55. In the paper entitled "Mobilization of resources: public, private and non-governmental", the Meeting was informed that, during the 1980s, many developing countries had adopted stabilization and structural adjustment policies, defined as a set of economic policies put in place to restore the economy to a sustainable growth path. During the stabilization phase, the prices of imported goods typically increased as a result of devaluation and price liberalization, resulting in a shortage of supplies. One of the immediate responses to the situation had been the implementation of user charges which not only aimed at promoting greater cost efficiency in the use of diminished resources but also represented a new source of revenue. Noting that user charges had been introduced in the health and/or education sector in many countries in Africa, Asia and Latin America over the past decade, the participants cautioned that such charges could constitute a significant barrier to social services and the attainment of global population goals unless they were accompanied by an increase in family income levels and/or the establishment of a mechanism for subsidizing the poor. The participants noted that the viability of cost recovery schemes - the goal of which was sustainability through the establishment of a revolving fund - obviously carried the same constraints as user charges.

56. Regarding cost-sharing, the Expert Group noted that the experiences of various countries had shown that communities were willing to share the costs of national development with Governments in addition to paying for their

recurrent costs. The participants emphasized that involving the private sector was a variant on the cost-recovery strategy, in that sections of a community that could afford to pay the full price for their services were encouraged to do so, thereby permitting government funding to be directed to the neediest group within the community.

57. The participants emphasized that the active involvement of the private sector and non-governmental organizations necessitated adequate management support systems. Accountability to the community was probably the single most important requirement for success in cost-recovery and cost-sharing systems. By keeping revenues generated from cost-recovery/cost-sharing schemes at the local level, accountability could be monitored by revenue collected as well as by improvement in the quality of care. The participants noted that it was not surprising that, as many government leaders in the developing world grappled with the need for increased domestic resources, "accountability" and "decentralization" were becoming key words.

58. In a paper entitled "The special problems of least developed countries", the Expert Group was informed that the reality in the population sector was characterized by population control programmes that were donor-dependent and donor-shaped. The dominant model of administrative organization for population control programmes throughout much of the developing world, with its decentralized, top-down bureaucracy for essentially transferring contraceptive technology, had been responsible for the absence of local initiatives regarding the formulation of a self-sustaining and viable programme. The existing model was non-viable in the long run and could not be sustained in the impoverished settings of the least developed countries.

59. The participants agreed that the crucial problem of resource mobilization for the implementation of a pragmatic and contextually appropriate population programme in a least developed country consisted of initiating and sustaining a capability to self-finance programmes indigenously, at the local level and from within the community. The identification of internal resource mobilization as the strategy for long-term programme viability was rationalized on the grounds of both the need for a greater national role in comparison to donor roles and a greater role for the community and the local government in comparison to the role of the national Government. The Group discussed the barriers confronting the process of effective devolution of decision-making authority and financial autonomy. It also identified the formidable constraints faced by local governments in mobilizing community support and in generating sufficient local revenue for development programmes, including those in the population sector.

60. The Meeting was informed that the population field faced a major dilemma in the last decade of the twentieth century: the very success of population programmes had engendered a growing scarcity of resources which threatened to place a severe damper on the momentum of the programmes just as they were reaching maximum effectiveness.

61. From roughly 1980 onward, the demands for population assistance began to

outstrip the supply of population assistance funds. Since 1974 it had been learned that success in family planning programmes required sustained donor commitment over a number of years. The challenge for the population donor agencies was to ensure that the commitment of resources was sustained until the final chapter of the success story was complete. In that endeavour, the multilateral organizations had to be key players.

62. The participants agreed that it was incumbent on the multilateral donors to examine seriously the issue of cost efficiency and to ensure that their funds were being used to maximum advantage. That meant, among other things, increasing coordination with other donors and non-governmental organizations, not only at the headquarters level but, more importantly, at the country level.

63. It was pointed out that, as donors and multilateral agencies planned their responses to the increased demand for financial assistance to population programmes, it would be important for them to think strategically at the country level. Countries with strong programme effort and high demand for family planning services would be able to absorb larger amounts of funding. They were in a position to use the typically large loans provided by the World Bank effectively. At the same time, some of those countries might be reaching a point where rising incomes would make it possible for more of the cost of services to be assumed by users and more of the programme effort to be provided by the private sector. Countries with weak programme effort and/or less fully articulated demand for services would require a different strategy.

64. Considering that UNFPA was the principal United Nations organization in the field of assistance to population programmes, the Meeting agreed that UNFPA was in a position to take a more assertive role in donor coordination, both globally and locally. The participants noted, however, that the UNFPA project development process had resulted in the "atomization" of resources into many small projects. It was argued that it was perhaps difficult to achieve measurable impacts with so many very small, dispersed projects.

65. The Group was informed that the World Bank typically lended for large projects which ultimately promised large economic returns. The Bank often found it difficult to finance the relatively small investment needs and the recurrent costs, such as contraceptives and salaries, which were the principal requirements of population programmes. Also, countries often did not wish to borrow for population projects, even at concessional IDA (international development assistance) rates, because of a reluctance to borrow for social-sector programmes.

66. The participants were informed that the Amsterdam Declaration called for a doubling of support to the population sector by the year 2000. Since those endorsements, the funding environment had changed. The AIDS crisis had continued to present ever-growing needs, while Eastern Europe and the environment represented "new", competing needs. In addition, the economic situation of donor countries themselves had not improved. It was therefore not a foregone conclusion that funding levels for population activities would increase.

67. Regarding the profile of bilateral donor support, the Group noted that no donor had the delivery capacity of the United States of America. At the end of the 1980s, there was intensive bilateral donor activity in a few other countries. Only a handful of countries received the support of many bilateral donors: Bangladesh received support from 10 donors; Kenya, nine; United Republic of Tanzania and Zimbabwe, five each; while five other countries received support from four donors; and six others were given assistance by three donors. Twenty-two countries had only two donors and 23 others had single donors acting bilaterally in the sector. If only those activities receiving over $1 million were counted, donor presence was reduced considerably in most instances.

68. The participants agreed that the donor profile became critical in light of the increased importance of the bilateral channel in United States assistance and recently proposed changes to that assistance. A new United States initiative, Bigger Global Impact, would focus bilateral population assistance on 17 strategic countries while phasing down and/or halting funding in other countries, at least in terms of bilateral assistance.

69. To maintain current levels of contraceptive prevalence in an expanding population, it had been estimated that donor funding levels would have to double by the year 2000. To meet that basic needs scenario, against the background of a changing United States assistance profile, donors would have to expand their activities in the sector considerably.

70. The Meeting noted that experience and expertise in technical cooperation and the provision of population assistance was limited to a few donor countries. Many donor countries had, nevertheless, some experience in a limited number of population activities, such as data collection and analysis, academic training and research, or population policies, principally related to immigration.

71. Since a few donor countries had a considerable head start on the other donors in the field of population assistance, the Meeting concluded that such expertise should be shared with other interested donor countries, particularly in light of the challenges and increasing needs for such assistance in the coming decades.

72. The participants discussed the relationships between population policies and other social and economic policies and concluded that, although population policies were adopted courses of action intended to affect population variables, the adoption of such goals and objectives found their justification in the improvement of individual and collective well-being. In that sense, population policies were to be conceived as components of socio-economic policies and not as their substitute, as had been affirmed in the World Population Plan of Action. The Meeting recognized that more attention should be given to the design of social and economic policies and strategies that would respond to future changes in the size, composition and distribution of the population. In that respect, it was noted that, in some cases, a special emphasis had been placed on reducing fertility as an offset to environmental

damage, without taking sufficient note of the fact that the adult population, whose decisions and activities had the greatest effect on the environment, would increase by 90 per cent or more over two decades in many developing countries, whatever the trend in fertility.

73. The Meeting had an opportunity to discuss the Matlab project in Bangladesh as an example of a comprehensive population policy. The substantial progress in reducing fertility and expanding the use of contraception in a poor, rural, conservative population in the absence of substantial improvements in economic well-being provided a model for programmes in other countries in which fertility remained high and the population was impoverished, not well-educated and mostly rural. To replicate the model would require experimentation in seeking a feasible mechanism in the local administrative and cultural setting to create outreach to individual households involving trained local personnel, and to create the necessary network of administrators, clinical facilities and the like. Such a strategy should be made part of the agenda of international efforts to assist the developing countries in making effective contraception available and enabling couples to make a free and informed choice concerning their family size.

74. Regarding the set of socio-economic policies designed to respond to future population characteristics, the participants observed that such policies had not received the priority required in many developing countries. In some instances, population policies aimed at reducing fertility had been conceived as the best remedy to combat poverty and backwardness, without taking into account that their impact would be limited if they were not accompanied by other socio-economic policies. Such limited approaches ignored, for example, that the size and the growth of the adult population of a given area was not affected by family planning decisions until after 15 or 20 years. In East and West Africa, for example, population projections showed an increase in the total population of about 80 per cent from 1990 to 2010; that increase might be diminished by a more rapid introduction of family planning. However, the population aged 15 years or over would increase by 90 per cent between 1990 and 2010, and that increase would not be tangibly affected by family planning programmes yet to be introduced or augmented.

75. The participants were informed that organizational research was the neglected stepchild of family planning programmes. Despite enormous support given to finding ways to limit fertility, there had been a neglect of research on the organizations that carried out family planning programmes.

76. Regarding the achievements and limitations of various family planning programmes around the world, the participants observed that, in those countries where such activities had been under way for several decades, with rather limited results, the major handicap was related to their organizational characteristics.

77. The Meeting noted that it was reasonable to ask why research on family planning organizations had been neglected relative to other components of family planning and fertility, such as breast-feeding and operations

research. The participants concluded that the answer to the question was that research on the organization of family planning programmes was regarded as "too sensitive" by funding agencies and family planning organizations.

78. There was also the issue of administrative overload in many family planning programmes. Every programme was faced with a problem of internal management, field and client relations, relations with other sectors of government, and managing the delicate political and diplomatic linkages with international and foreign agencies. Although all government agencies confronted a similar array of problems and demands, family planning was different in that it was attempting to provide a service that the would-be beneficiaries might not be demanding. The complexity and difficulty of a family planning programme justified the assertion that, qualitatively, family planning was not just another government programme.

79. Since family planning activities had received high priority from the donor community, such programmes had led to the creation of units responsible for external and donor relations. That was no modest task; indeed, the domestic system often became overburdened with the need to provide reports, field trips, detailed accounting of funds and materials received. Adding to the burden, in many instances, field operations of foreign or international agencies typically had not formally coordinated their activities with one another, resulting in overlap, repetition and redundancy.

80. The Group recommended that there was need to conduct research on family planning organizations. More attention was needed to be given to programme leadership and to interorganizational relations as a discreet area of inquiry in population policy research.

81. In regard to research on population policies, the participants concluded that a number of questions remained to be answered before rational and effective policies could be formulated. For example, under what specific socio-economic and political circumstances were development strategies alone more effective than family planning programmes in achieving a reduction in fertility, and when was the opposite true? How did policy makers identify empirically the two types of situations? What type or structure of development was the most effective in reducing fertility?

82. The Meeting was informed that answers to the above questions could not be effectively reached through comparative research alone but required the development of a causal theoretical framework that would take into account the different characteristics and modalities of the demographic transition.

83. A number of policy implications could be derived from such analysis. For population groups in the early stages of the demographic transition where the desired number of children exceeded the maximum achievable number, a policy of fertility reduction was not likely to have immediate effects. A family planning programme would have little or no impact on fertility levels. All that should be done under those circumstances was to create the socio-economic environment that would lead to a modification of family-size preferences.

84. The participants were informed that reducing the demand for children should be a major policy aim of any fertility reduction policy at all stages of demographic development. Socio-economic policies aimed at reducing the demand for children fell into two categories: policies aimed at affecting the relationship between incomes and standards of living, and policies aimed at affecting the utility and disutility of children. Incentive and disincentive schemes were examples of the former category, and encouraging the employment of women was an example of the latter.

85. One socio-economic policy that seemed to have considerable effect on fertility was that of promoting education, particularly among women and beyond a certain level (generally about six to seven years). The reason was that education operated in the required direction on most of the determinants of fertility. It decreased the utility of children by creating interests that competed with family requirements; it increased the cost of children directly and through the extension of the period of support, raised the standards of living by opening up the couple's horizons to better standards of life elsewhere and by making education part of those standards.

86. The Meeting recognized that any population policy to reduce fertility had to utilize measures that were common to other economic and social policies and, therefore, ran the risk of making contradictory or competing demands. For example, promoting the education of women beyond a certain level would make specific demands on the educational system that might compete with demands made on the system by other development objectives. In that manner, each policy would attempt to influence the structure of development towards its goals, leaving it to the decision-making processes to determine - through trade-offs arrived at rationally and explicitly or otherwise - the dynamic structure that would prevail. It would therefore be essential for population policy-making to be substantially integrated into overall policy-making and for an appropriate institutional arrangement to be developed to ensure that integration.

II. RECOMMENDATIONS

A. Preamble

87. The World Population Plan of Action affirms that the major goal of human development is to ensure the achievement of a more equitable distribution of resources and the improvement of levels of living and the quality of life of all people, in accordance with the upholding of human rights, as outlined in the Universal Declaration of Human Rights. The Plan also affirms the right of women to be completely integrated into the development process, the rights of the child, and basic respect for the sovereign right of nations to choose population policies that reflect national objectives and conditions. The Plan also recognizes that population policies should be comprehensive, including all components of population.

88. Global experience in the formulation and implementation of population policies and programmes since the adoption of the Plan of Action in 1974 reveals strong linkages between population trends, socio-economic development and the environment. These findings were highlighted at the International Conference on Population, held in 1984, in the quinquennial Review and Appraisal of the World Population Plan of Action, and at the International Forum on Population in the Twenty-first Century (Amsterdam, 1989). Population problems (rapid population growth, ageing, AIDS, reproductive rights of women, refugees and other migration issues, urbanization and spatial distribution) and their complex interactions with such factors as poverty, unemployment and underemployment and environmental degradation, and the effective implementation of national population policies will merit special attention in 1994 at the International Conference on Population and Development. In examining these problems, the needs and requirements of the least developed countries deserve to be given special attention.

89. Achieving the goals of human development, as adopted in the International Development Strategy for the Fourth United Nations Development Decade, requires concerted action in all major socio-economic fields, including population, at the international, regional, national and community levels. As noted in the World Population Plan of Action, policies designed to affect population trends are not substitutes for socio-economic development but should be integrated with those policies to promote development.

90. Population policies and programmes should respond to specific national conditions. More attention should be given to sustaining ongoing efforts and integrating population concerns with health, education, employment, environment and socio-economic development. In most of the countries that have formulated population programmes, there is need to strengthen policy formulation and programming mechanisms, improve service delivery systems, and adopt innovative management of multisectoral programmes.

91. The need for political commitment remains. Moreover, sufficient resources are required, particularly in the least developed countries, for the strengthening of country institutions that adopt, implement and monitor population and development policy and enable programmes to become more effective and ultimately sustained by domestic resources.

92. The Expert Group on Population Policies and Programmes, recognizing the ongoing socio-economic and political changes that will mark the next decade, having reviewed the experience gained in applying the World Population Plan of Action, and being aware of the key issues in the area of population policies and programmes, adopted the following recommendations.

B. Recommendations

Recommendation 1

In accordance with the spirit of the World Population Plan of Action, Governments should assess and evaluate their national development policies and programmes in light of their demographic impacts, in order to ensure a consistent policy framework that promotes balanced and sustainable development. Given the relevance of population in aspects of societal development, population considerations should be taken into account at all levels of decision-making and in resource allocation in all sectoral agencies and in those pertaining to education, health, labour, industry, agriculture and environment.

Recommendation 2

Governments should adopt a long-term perspective in socio-economic planning activities to ensure that due attention is accorded to developmental sustainability and emerging demographic issues.

Recommendation 3

Governments are called upon to review current institutional structures and arrangements for formulating, implementing, monitoring and evaluating population policies. Governments are urged to designate and financially support an independent expert body to consider regularly the range of population issues that may demand attention either immediately or in the near future. That body should convey its findings to the Government and to the public in periodic reports.

Recommendation 4

Governments should ensure that all institutions, public and private, governmental and non-governmental that are responsible for implementation of population policies be fully aware of the content of those policies and be committed to their effective implementation.

Recommendation 5

Governments are called upon to decentralize the delivery of services which are designed to serve population policy objectives. The participation of local communities, informal groups, non-governmental and private organizations should be promoted and supported in that process, since the efficacy and responsiveness of programmes greatly depend on personal and community-based interactions.

Recommendation 6

Although quantitative aspects of programme delivery remain important, the quality of services, especially of family planning services, should be given

due attention in order to ensure acceptance of, and participation in, the programmes.

Recommendation 7

Governments are urged to build on the partial gains achieved in women's established right to play an equal role in social, economic, cultural and political life. To that end, a high-priority developmental goal is to adopt policies sensitive to gender concerns in the areas of education, economic participation, reproductive choice and health. Women's key role in the policy-making and implementation process should be ensured.

Recommendation 8

In pursuing policies sensitive to gender, Governments should respond to the diverse family planning and health needs of women and men at all stages of their life cycle, emphasize the quality of family planning care, expand contraceptive choice, and institute appropriate personnel development policies and actions.

Recommendation 9

The formulation, implementation and evaluation of population policies and programmes should incorporate community participation at every stage. Non-governmental and grass-roots organizations working in population-related areas should be actively encouraged and supported by Governments.

Recommendation 10

Governments and international organizations should evolve a close partnership with the non-governmental sector. This relationship should reconcile the autonomy of non-governmental organizations with accountability. Complementarity within the sector of non-governmental organizations needs to be furthered by development of its technical, managerial and financial capabilities.

Recommendation 11

Governments should encourage and support community-based development programmes, including those in the population sector. Those programmes should have a particular focus on the poorest groups, with a priority of promoting their well-being and participation, in such a way as to ensure ownership of programmes within local communities.

Recommendation 12

Governments should in particular facilitate assistance by international organizations to local non-governmental organizations with respect to the exchange of information and experience and the provision of innovative, cost-effective and quality service delivery, including demand-creation efforts.

Recommendation 13

In order to meet the existing need and rapidly growing demand for family planning services and to respond to the growing requests for assistance in the population field from Governments and non-governmental organizations, multilateral and bilateral donors should strive to at least double their 1990 contributions to population programmes by the year 2000, as was endorsed in the Amsterdam Declaration on a Better Life for Future Generations.

Recommendation 14

Developing countries should make all possible efforts to generate domestic resources to support service-delivery programmes and the provision of contraceptives, including the selective use of user fees and other forms of cost-recovery, cost-sharing, social marketing, and gaining access to local sources of philanthropy, inter alia. In doing so, they should take all necessary measures to ensure the availability of the highest possible quality of services to all groups and to take special care to protect the interests and meet the needs of those least able to pay.

Recommendation 15

Multilateral and bilateral donor agencies should strengthen their capacity to respond more effectively to requests for assistance and assist in the implementation of population policies and programmes. That will require an increase in the number of professional staff devoted to population activities, a significant proportion of whom should be posted in the developing countries.

Recommendation 16

Donors should ensure effective coordination of their assistance, both at the headquarters and country levels. Recognizing that recipient countries have primary responsibility for donor coordination, UNFPA should play a leading role in assisting Governments to ensure that resources are allocated in the most cost-effective and efficient way.

Recommendation 17

Governments should set clear population objectives and should ensure that adequate resources in their development plans and annual budgets are devoted to family planning services, information, education and communications and other population activities and to social and economic development programmes that support those population objectives.

Recommendation 18

Governments pursuing structural adjustment programmes should monitor and undertake studies on the impact of such measures on population policies and programmes, with reference to the quality of life in general, and conditions of women, children and other affected groups.

Recommendation 19

Governments are encouraged to continue to strengthen the systematic flow of information on population trends in order to be able to monitor demographic change and adopt policies and implement strategies to meet their desired goals.

Recommendation 20

Research is fundamental for policy and programme formulation and implementation. Mobilization of resources for research in population must be considered an integral part of national and international strategies for coping with population problems. To promote reproductive health and safe motherhood, Governments and funding agencies are encouraged to support, in particular, research into the determinants and consequences of induced abortion, including its effects on subsequent reproductive health, fertility and contraceptive practice.

Recommendation 21

Governments are urged to take the necessary action to create sustained political commitment and a climate in which population and related development issues are considered to be central to public policy.

Notes

1/ See A/C.2/44/6, annex.